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UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Pakistan
Support for a comprehensive population programme

Proposed UNFPA assistance:	$30 million, of which $20 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $10 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	July 1993
Executing agencies:	Government of Pakistan United Nations and United Nations agencies and organizations National and international non-governmental organizations (NGOs)
Government coordinating agencies:	Ministry of Finance Ministry of Population Welfare

Pakistan

Demographic facts

Population (000)	
Total	118,122
Males	61,556
Females	56,566
Sex ratio (/100 females)	108.6
Urban	37,809
Rural	80,314
Per cent urban	32.0
Population in year 2000 (000)	154,794
Functional age groups (%)	
Young child: 0-4	17.8
Child: 5-14	25.9
Youth: 15-24	19.6
Elderly: 60+	4.6
65+	2.8
Percentage of women aged 15-49	46.3
Median age (years)	18.1
Dependency ratios: total	87.0
(/100) Aged 0-14	81.8
Aged 65+	5.3
Agricultural population density (/hectare of arable land)	3.2
Population density (/sq. km.)	148

Average annual change (000)	
Population increase	3,370
Births	5,138
Deaths	1,325
Net migration	-443
Annual population total (% growth)	2.67
Urban	4.28
Rural	1.75
Crude birth rate (/1000)	40.6
Crude death rate (/1000)	10.5
Net migration rate (/1000)	-3.5
Total fertility rate (/woman)	6.17
Contraceptive prevalence rate (% 15-44)	8
Gross reproduction rate (/woman)	3.01
Net reproduction rate (/woman)	2.43
Infant mortality rate (/1000)	98
Maternal mortality rate (/100,000)	400-60
Life expectancy at birth (years)	
Males	59.0
Females	59.0
Both sexes	59.0
GNP per capita (U.S. dollars, 1990)	380

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1992. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of Economic and Social Development of the United Nations, World Population Prospects: 1992.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $30 million, of which $20 million would be programmed from UNFPA's regular resources, over a five-year period, starting July 1993, to assist the Government of Pakistan in achieving its population and development objectives. UNFPA would seek to provide the balance of $10 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.

2. The proposed programme, UNFPA's fifth cycle of assistance to Pakistan, has been developed in consultation with the Government and takes into account: (a) the policies and priorities of the Accelerated Population Programme 1991/1992/1993/1994, approved by the Government in August 1991; (b) the draft Eighth Five-Year Plan, 1993-1998; (c) the Government's Social Action Programme (1992/1993-1994/1995); (d) the findings and recommendations of the UNFPA-organized High-Level Population Programme Appraisal Mission to Pakistan in March 1991; (e) the findings and recommendations of the Programme Review and Strategy Development (PRSD) mission to Pakistan in October-November 1991; (f) the findings of the UNFPA-supported Contraceptive Requirements and Contraceptives Logistics Management Needs mission to Pakistan in February-March 1992; and (g) the report of the UNFPA mission to Pakistan in January-March 1993, for the purpose of assisting the Government in planning the implementation of the Eighth Five-Year Plan. The programme was determined in consultation with senior officials of the Ministry of Population Welfare as well as with representatives of non-governmental organizations (NGOs) active in the population field in Pakistan. The proposed programme is designed to coincide with the Government's Population Welfare Programme, which forms part of the Eighth Five-Year Plan, 1993-1998.

3. The proposed programme would support the Government's efforts: (a) to reduce the population growth rate from an estimated 2.9 per cent to 2.5 per cent by the year 2000; (b) to raise the projected level of usage of traditional and modern contraceptive methods from 14.0 per cent to 24.0 per cent by 1998; (c) to reduce the total fertility rate from approximately 5.9 children per woman in 1992 to 5.4 children per woman by 1998; and (d) to reduce the crude birth rate from 39 per 1,000 in 1992 to 35 per 1,000 by 1998.

4. The Government's specific demographic programme objectives are: (a) to expand coverage of family planning services from 20 per cent of couples of reproductive age in 1992 to 80 per cent by 1998; (b) to increase the coverage of family planning in rural areas from 5 per cent to 70 per cent; (c) to reinvigorate and reinforce political support by reactivating the National Population Welfare Council, chaired by the Prime Minister; (d) to integrate family planning services into all health outlets; and (e) to recruit, at the village level, some 10,000 to 12,000 family planning fieldworkers who will provide door-to-door family planning services to the rural population.

5. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

6. Demographic trends. With a population of 122 million (1990), Pakistan is the eighth most populous country in the world.* The current annual growth rate is estimated to be at least 2.9 per cent, which, if unchanged, would lead to a doubling of the population by the year 2012. There has been little fertility reduction in Pakistan over the last 20-30 years. Rates have remained stable at an average of about 6 live births per woman from 1973 to 1993. The total fertility rate was estimated at 6.5 for 1988 and 5.9 for 1992, as indicated in the draft Eighth Five-Year Plan document. Infant mortality has been declining at a steady rate, dropping from 159 per 1,000 live births in 1962 to 98 per 1,000 live births in 1991. Maternal mortality remains high and is currently estimated at 600 per 100,000 live births.

7. Pakistan's demographic patterns are characteristic of many developing countries. The high annual population growth rate is the result of rapidly declining mortality, with little change in fertility. The crude death rate has been reduced to 11 per 1,000, a rate the Government considers high. Further declines in the mortality rate will tend to increase population growth.

8. Socio-economic factors. Pakistan's economy has performed well in the recent past, with the gross national product (GNP) growing by more than 6 per cent a year during the 1980s, although the continued rapid growth of population seems to have had a dampening effect on socio-economic development. The number of illiterates has been rising, and it is estimated that, in 1992, only 35 per cent of the adults were literate. The problem is more serious for adult females, as only an estimated 21 per cent were literate. There is a progressively larger disparity in the school enrolment rate of men and women with higher levels of schooling.

9. Pakistan's population programme has passed through various phases and employed various approaches since it was started in 1955. In 1977, a Population Welfare Division was established as part of the Ministry of Health. However, for several years after 1977, there were essentially no field activities or motivational campaigns. In 1980, the Division was transferred to the Ministry of Planning and Development. The name of the programme was changed from Family Planning to Population Planning and then, when it was upgraded to a ministry in 1991, to Population Welfare.

10. The strategy during the period 1988-1992 was based upon active support and participation of relevant government departments, public institutions and the private sector in providing services and promotional programmes. The programme's main features were intended to reinforce the multisectoral approach, the aim being to bring about greater social acceptance of the small family norm and to respond to the growing demand for family planning services. The programme began to shift towards more effective contraceptive methods, such as contraceptive surgery, intra-uterine devices (IUDs) and injectables. This was accompanied by efforts to strengthen field supervision and implement a more effective information, education and communication (IEC) strategy.

11. The demographic targets and goals stated in successive programmes were not achieved, however, due to several technical and other factors, such as low school enrolment and the low literacy rate, inadequate supervision and weak monitoring. The training curriculum for Family Welfare Workers (FWWs) was

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*For the sake of consistency, the demographic data presented in paragraphs 7 and 8 are government figures, which differ from the United Nations projections provided on p. 2 of this report.

outdated, among other shortcomings. Other factors included inadequate funding and the lack of sustained political support, outreach facilities and community involvement.

12. The programme has succeeded in creating awareness about family planning and the use of contraceptives, and, although contraceptive use remains low, the demand for family planning is increasing. A 1991 survey indicated that 78 per cent of married women 15-49 years reported knowledge of at least one contraceptive method, although only 14 per cent were currently using contraceptives. The survey also revealed that 36 per cent of the women interviewed did not want any more children, and 18 per cent would like to practise child-spacing.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

13. Under UNFPA's first country agreement with the Government of Pakistan, which was signed in 1970, UNFPA committed $1.76 million to support the national family planning programme. The second UNFPA country programme, approved in June 1974, provided $15 million over five years for such activities as the Pakistan Fertility Survey, training in maternal and child health and family planning (MCH/FP) and the strengthening of MCH/FP services. UNFPA's third programme of assistance was approved in June 1981 in the amount of $30 million. However, owing to financial constraints, the amount was reduced to $11 million. The third country programme was extended until December 1986. During this period, UNFPA provided assistance for MCH/FP services, including reproductive health and contraceptive surgery services, training, equipment, contraceptives and support to field staff.

14. The Governing Council approved the fourth country programme for Pakistan in June 1986, for 1987-1991, in the amount of $20 million -- $15 million from UNFPA regular resources and $5 million from multi-bilateral funds. UNFPA assistance under this programme cycle, which was extended to mid-1993, covered mainly family planning services through family welfare centres at the community level; reproductive health and contraceptive surgery services; the training of personnel to deliver family planning through 12 regional training institutes; population education for workers in the organized labour sector; women, population and development activities; and assistance for the 1991 census.

Maternal and child health and family planning

15. UNFPA assistance in the field of MCH/FP helped improve the delivery of services at the community level in both urban and rural areas, contributing to the support of the network of 1,290 family welfare centres that are currently providing family planning and some MCH services. During 1987-1991, UNFPA, with support from the Arab Gulf Programme for United Nations Development Organizations (AGFUND) through a multi-bilateral arrangement, provided assistance to 147 family welfare centres. Of these centres, 52 are operated by 13 NGOs, which are members of the Non-Governmental Organizations Coordinating Council for Population Welfare (NGO-CC), established by the Ministry of Planning and Development in 1985.

16. As part of an integrated MCH/FP service, 170 reproductive health centres established at teaching and other large hospitals have been providing contraceptive surgery services to male and female clients, upon request. UNFPA provided support for medical equipment, training, transport, and construction or renovation of the facilities. Under a multi-bilateral arrangement, the British Overseas Development Administration (ODA) has also provided UNFPA with funds for this programme.

17. UNFPA has supported 12 regional training institutes since 1978, for training all categories and cadres of family planning personnel working in the population programme, including staff of cooperating ministerial departments and NGOs. UNFPA support has been aimed at institutional development and the strengthening of RTIs as a vital base for human resource development training within the country.

18. The PRSD mission, although supportive of these activities, identified constraints needing attention, including the lack of quality of services, inadequate coverage of the population, poor performance in the field, lack of outreach activities and IEC, and minimum standards for facilities and equipment.

19. Early in 1988, UNFPA advised the Ministry of Population Welfare (then the Population Welfare Division in the Ministry of Planning and Development) to establish a policy for the procurement of injectables, emphasizing that UNFPA could not continue to be the sole supplier of this type of contraceptive. At the Government's request, the United Kingdom thereafter supplied 250,000 ampoules annually for three years.

20. As part of its recent global initiative, UNFPA, in collaboration with other external assistance agencies, fielded a mission to undertake an in-depth study in 1992 to determine contraceptive requirements and logistics management needs in Pakistan. The mission's report provides estimates of contraceptive requirements based on two methodologies -- one a demographic analysis using two assumptions of contraceptive prevalence; the other using Procurement Analysis Tables (PATs), which identify "pipeline" contraceptive requirements for a three-year period. The study recommends that the Ministry of Population Welfare should, as soon as possible, formulate clear action plans for effectively managing the distribution of contraceptives through the Accelerated Programme initiative. It further recommends that the Ministry should also develop clear action plans for reporting performance under these new initiatives and for requisitioning additional contraceptives.

21. Based on the study's findings, the PRSD mission recommended that UNFPA supply IUDs and NORPLANT subdermal contraceptive implants, especially because the United States Agency for International Development (USAID) had ceased to provide assistance for such contraceptives in 1992. So as not to disrupt the supply of contraceptives for the programme, UNFPA approved an amount of $700,000 to procure approximately 680,000 IUDs and 7,000 NORPLANT subdermal implants.

Information, education and communication

22. UNFPA supported a wide range of activities in IEC, including efforts to integrate motivational components into the family planning services provided through family welfare centres and to extend population education to workers in the organized sector through the Ministry of Labour and Manpower. UNFPA also provided support for conferences, workshops and meetings to create awareness and understanding of the intersectoral linkages between population and development issues. UNFPA assisted a women's organization, the Aurat Foundation, to establish a research and training information centre on women. The centre has successfully published a quarterly newsletter, with information on issues related to women's rights, health, population, education, employment and the environment. The publication is being shared with other countries.

Data collection and analysis

23. During the preparatory phase of the fourth country programme in 1987, UNFPA provided technical assistance to analyse the 1981 census data and to prepare the census plan for the proposed 1991 population and housing census, which was rescheduled for a later date. UNFPA assistance was used to procure necessary

equipment, conduct study tours and train census staff in collection techniques, including how to collect disaggregated data on women and their economic activities. Four documentary films on population census work were prepared and used for training.

Other external assistance

24. USAID has been the major external assistance agency in the population field in Pakistan, contributing more than 50 per cent of the total external assistance to the national population programme. Such funding has been provided to procure contraceptives and distribute them through marketing schemes, train health workers in family planning delivery and techniques, formulate and implement IEC activities, conduct research and assist NGOs.

25. Since 1989, the World Bank has been supporting a family health project, of which MCH/FP is a major component. The Asian Development Bank approved a second health population project for $16 million, for the period 1985-1992, which seeks to improve the delivery of health and population welfare services in the Sindh province and to support construction of the federal Ministry of Population Welfare's regional training institutes. Other sources of external assistance in the population area include the United Kingdom, which provided support to a UNFPA multi-bilateral funding arrangement to improve contraceptive surgery services; ODA, which is supporting training for traditional birth attendants (TBAs) and mobile service units; and the United Nations Children's Fund (UNICEF), the Canadian International Development Agency (CIDA), and the Netherlands, which are providing support to NGOs involved in family planning.

IV. PROPOSED PROGRAMME 1993-1998

26. The Government has tentatively earmarked an approximate amount of $466 million for the population programme under its draft Eighth Five-Year Plan, 1993-1998. This allocation, though substantial, is modest in relation to the overall needs in this sector. It is, however, at a level consistent with the absorptive capacity of the programme organization for resource inputs.

27. Recognizing the increasing pressure of continuing rapid population growth on national resources, the Government would provide full support for activities aimed at attaining the goals enumerated in paragraph 3. The Accelerated Population Programme launched in 1991 includes the aims of increasing the number of service-delivery outlets by introducing family planning in 3,000 of the Ministry of Health's 7,300 service points, improving access to family planning services in the rural areas through mobile service units, and expanding the number of family welfare centres supported by NGOs. It also calls for improving the IEC component and strengthening the supervision and monitoring of the programme by creating 23 divisional offices and 158 subregional (tehsil) offices.

28. The broad strategy of the proposed UNFPA programme would be to assist the Government in: (a) expanding the coverage of family planning services, including the provision of contraceptives, and improving the training programme for village-level family planning fieldworkers and their supervisors; (b) supporting NGOs in launching innovative projects in family planning and expanding service networks in rural areas; (c) developing and launching a National Population Communication Plan to intensify information and awareness-creation activities; (d) improving the capability of the federal Ministry of Population Welfare and provincial Departments of Population Welfare to plan, implement, operate and monitor population programmes; (e) providing technical assistance to national research institutes to enable them to attain self-sufficiency in undertaking research studies, including operational research; and (f) providing assistance to the Ministry of

Women's Development and NGOs for projects that would enable women to become income-earners and to participate in development activities.

29. Although the PRSD mission fully endorsed the Government's strategy for programming population activities, and noted the indispensable role played by the Ministry of Population Welfare, the mission emphasized that it was unlikely that the Government could significantly expand the availability of family planning services over the coming decade without the Ministry of Health's full involvement. The mission, therefore, recommended that the Government maintain political commitment and support for family planning through regular meetings of the recently established Inter-Ministerial Committee. The mission further recommended that the federal Ministry of Population Welfare continue to provide strong leadership in policy-making, goal-setting, programme coordination, monitoring and evaluation, training and research. At the same time, however, the mission noted the importance of decentralized programme planning as part of development planning in all sectors. The mission also recommended the formulation of a national plan to develop human resources in population and family planning and the acceleration of female literacy and employment programmes.

30. The UNFPA mission to Pakistan in January-March 1993 assisted in planning the implementation of the Eighth Five-Year Plan by preparing a detailed annual work plan with objectives, required actions, designation of responsible officials, dates and expected outputs. The mission's report identifies needs for training and human resource development in planning, implementation and evaluation of the programme. The needs for monitoring, supervision and contraceptive logistics are especially acute. The report recommends that UNFPA support the placement of one federal and four provincial advisers to assist the Government in programme development. The proposed country programme would thus have a strengthened presence in Pakistan.

Maternal and child health and family planning

31. UNFPA would support efforts to: (a) decentralize responsibility for family planning programme planning and implementation; (b) develop and implement a plan to upgrade all family welfare centres, MCH centres and rural health centres to basic minimum standards for facilities and equipment and availability of family planning services; (c) develop and implement a National Family Planning Training Plan and a system for supervision, outreach and monitoring; (d) ensure an adequate and continuous supply of contraceptive commodities; and (e) strengthen and expand existing initiatives, in particular those that provide infrastructure, to meet longer term protection and logistics management needs.

32. UNFPA would provide assistance to the Ministry of Population Welfare's programme to enable it to continue to play a major role in increasing the availability of family planning services through its network of family welfare centres. Moreover, UNFPA would assist the Government in its efforts to involve the Ministry of Health fully in the delivery of family planning information and services. Activities would focus on developing and implementing a plan to upgrade all local centres providing family planning services, especially those in less privileged regions.

33. UNFPA assistance would also help the Government to expand, as rapidly as possible without compromising quality, the availability of family planning services, especially in rural areas, through the centres and outlets of the Ministry of Population Welfare, Ministry of Health, other line ministries and NGOs. UNFPA support in the MCH/FP sector would focus on enhancing the supply of contraceptives, training village family planning workers, improving service delivery in health outlets, establishing a system of supervision,

improving monitoring through the establishment of a management information system (MIS) system in the provinces, improving accessibility to services through the use of mobile service units and providing support to NGOs involved in family planning.

34. To ensure the widest possible coverage and availability of all types of contraceptives in all family welfare centres and health units, UNFPA would assist the Ministry of Population Welfare and the Ministry of Health in developing a National Family Planning Training Plan for providing basic, in-service refresher courses in family planning and IEC. UNFPA would also support the government plan to expand village-based service delivery in rural areas. Under this plan -- a major new input in the eighth plan -- the Government would train 10,000 to 12,000 women villagers in family planning techniques and in family planning motivation. This training would be conducted at the 12 regional training institutes and at 80 training subcentres that would be established at the rate of 1 per 100 union councils. To improve the efficiency and continuity of contraceptive services, the centres would maintain links with mobile service units. For operational supervision, a special cadre of 2,000 supervisors would be assigned, at a ratio of one supervisor for every four to six villages. In addition to carrying out regular supervisory functions, each supervisor would be responsible for keeping records and filing periodic reports.

35. TBAs play an important role as family planning agents in their communities, particularly in rural areas. UNFPA would support the Government's efforts to train an additional 2,000 TBAs, who would work under the supervision of family welfare centres, serving as village-based contacts for programme services, motivation, distribution of conventional contraceptives and referral of clients to clinics.

36. In accordance with the Government's stated objective of reaching a population growth rate of 2.5 per cent by the year 2000, UNFPA would assist the Government in developing a strategy to set overall annual goals for contraceptive prevalence and the number of users by method. Such goals should be broken down to indicative figures by province and district. UNFPA would also provide assistance to ensure the widest possible coverage and availability of all temporary family planning methods -- oral contraceptives, condoms, injectables and IUDs -- in all family welfare centres and health units, down to and including the level of basic health units.

37. UNFPA would continue to provide support for voluntary contraceptive surgery through the reproductive health centres at both private and public hospitals in urban areas, as well as in non-programme outlets, providing contraceptive surgery primarily on the basis of fees per case performed. UNFPA would provide assistance for these centres in developing training curricula and training methodology for trainers and the training of family planning workers. To expand women's access to contraceptive surgery, this service would be made additionally available in many district and subregional (tehsil) hospitals.

38. UNFPA would assist in developing a national family planning research agenda for operational and programme research and in identifying topics for immediate attention. This process would be initiated through a national workshop, with participants from the Ministries of Planning and Development, Population Welfare, Health, and Women's Development; from research institutes, such as the National Institute of Population Studies; and from user groups as well as technical advisers. Subjects for consideration would include family planning outreach and qualitative research on how to motivate communities to participate in family planning programmes. UNFPA could also support a contraceptive prevalence survey designed to provide rapid feedback on contraceptive use and accessibility of services.

39. UNFPA would provide a total amount of $18 million for this sector, of which $6 million would be sought from other sources, including multi-bilateral sources. A total of $5.5 million would be earmarked for the purchase of contraceptives.

Information, education and communication

40. Because strategic planning is a pressing need in the IEC area, UNFPA would assist the Ministry of Population Welfare, in collaboration with other participating ministries and organizations, in developing an IEC plan as part of an overall strategy for the Ministry's activities. The objective of raising contraceptive prevalence by integrating family planning into Ministry of Health service outlets, reaching underserved groups, and securing strong political and public support calls for reorganization of the IEC approach so that it is directly focused on creating and meeting demand. Such an approach would have to include a well-designed programme to educate and sensitize policy makers and community and religious leaders about population issues and family planning, since their support and cooperation is essential to success in these areas. The strategy would also entail: (a) identifying key audiences -- e.g., policy makers, community leaders, health workers, men and rural women -- to be reached in order to achieve the strategy objectives; (b) identifying and training staff to help plan and implement IEC activities to reach these audiences; (c) developing and pre-testing messages that respond to the interests and needs of each key audience through both quantitative and qualitative research; (d) conducting operational research to identify the most appropriate sources to deliver the messages, formats and content of materials; and (e) developing effective feedback mechanisms to facilitate monitoring and evaluation and to contribute to revisions and new directions. The development of an overall IEC strategy would include attention to the development of region- or province-specific strategies that reflect regional and provincial variations.

41. UNFPA would also support special IEC programmes aimed at the staffs of the Ministry of Population Welfare and Ministry of Health. As those staffs would be in direct contact with clients, they would be receiving information and training on family planning through seminars, workshops, videos and written materials. In addition, UNFPA would provide support for training health personnel in techniques of interpersonal communication.

42. In view of the mandate of the Ministry of Health to include family planning in all of its health outlets, UNFPA would provide assistance for seminars, workshops, videos and materials to inform and educate all levels of personnel at the Ministry, including administrators, paramedics and health workers, about the social, economic and health benefits of family planning, particularly for women. UNFPA would also support special IEC programmes involving relevant NGOs in family planning service delivery, in particular, women's NGOs with networks reaching low-income women, such as the Behbud Association and the Aurat Foundation. Moreover, UNFPA would support the use of existing print and electronic media and the networks of NGOs to conduct IEC campaigns addressing important concerns of women, including nutrition, health, education, vocational training, employment, delayed age at marriage and Safe Motherhood.

43. The proposed programme would also support IEC activities aimed at men. Such activities would include, among others, reaching men in formal and informal gatherings with specific messages about the health benefits that family planning offers through birth-spacing and the avoidance of high-risk pregnancies; improving the outreach of family planning information to men through the Family Planning Association of Pakistan; and implementing population education for workers through the Ministry of Labour and Manpower.

44. To ensure the complete institutionalization of population education in the formal education system, UNFPA would provide support to strengthen the Ministry of Education's Population Education Section through teacher training and materials development. UNFPA assistance would be used to develop, produce and distribute sufficient quantities of educational materials for both teachers and students and to conduct related audience research and evaluations. UNFPA would support the proposed expansion of population education components to include primary-school curricula and the strengthening of existing population education components in secondary-school curricula.

45. Although Pakistan has a highly developed modern communications system with extensive nationwide coverage by television and radio broadcasting networks and the print media, population communication efforts in the family welfare programme have not been sufficiently effective and focused. UNFPA would support efforts to enhance the effectiveness of these media through market research to determine the characteristics, interests and needs of their respective audiences. The findings would be used not only to design appropriate family planning messages, but also to coordinate such messages with those communicated through other channels, such as outreach workers and teachers of population education.

46. UNFPA would provide a total amount of $6 million for this sector, of which $2.4 million would be sought from other sources, including multi-bilateral sources.

Population policy formulation and population dynamics

47. To maintain the current strong political commitment to family planning and the strong leadership of the population welfare programme, the proposed programme would support the recently established Inter-Ministerial Committee on Population at the federal and provincial levels, and help in establishing a parliamentarians' group on population and development. UNFPA would provide assistance to help strengthen the technical capability of the committee to enable it to carry out policy-oriented research and analysis of all relevant population data. This analysis could then be used as the basis for formulating a national population and family planning manpower development plan.

48. Pakistan is rich in demographic data and has long years of experience in undertaking censuses. However, there is still a need to strengthen the Government's capability for using these data in conducting analytical investigations, preparing estimates and projections, and monitoring and assessing population programme performance. UNFPA would assist the Government in the analysis of available population and demographic data to produce monographs that will help strengthen population planning, making it part of all development planning, and that will strengthen strategic planning of population activities in all sectors.

49. UNFPA would provide a total amount of $1.5 million for population policy formulation and population dynamics, of which $500,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

50. The proposed programme would assist the Government in its efforts to improve the status of women, including, in particular, efforts aimed at reducing fertility, increasing women's participation in education and literacy programmes, and expanding their employment opportunities.

51. As part of the provision of assistance to strengthen the recently established Inter-Ministerial Committee on Population (see paragraph 47), the proposed programme would suggest the inclusion of the

Ministry of Women's Development in the committee at both national and provincial levels. Support would also be given to the Family Planning Association of Pakistan to replicate its successful women, population and development initiatives through its various projects for planned parenthood and women's development.

52. As the overall level of rural development is a major constraint to women's development, the proposed programme would support development strategies that include the integrated community development approach, such as literacy courses incorporating messages pertaining to hygiene, water and sanitation, environment and energy, nutrition, health and family planning. UNFPA would cooperate with the Ministry of Women's Development in supporting innovative activities that would include family planning activities. UNFPA would also support programmes of skills development training for illiterate women to enable them to engage in income-generating activities.

53. UNFPA would provide a total amount of $3.5 million for women, population and development, of which $1.1 million would be sought from other sources, including multi-bilateral sources.

Programme reserve

54. The proposed country programme would contain a reserve of $1 million to allow UNFPA to respond to unforeseen needs that may arise during the implementation of the programme. Among the activities being considered is the analysis of census findings.

Programme coordination

55. The Economic Affairs Division (EAD) of the Ministry of Finance is the official coordinating agency for UNFPA/United Nations Development Programme (UNDP) assistance. EAD, on behalf of the Government, clears and approves UNFPA-funded projects. However, the task of coordinating the population programme lies with Ministry of Population Welfare, which is responsible for formulating population plans and programmes. UNFPA would seek to maximize coordination and collaboration with its partners in the Joint Consultative Group on Policy (JCGP), in particular with UNICEF and UNDP, through regular inter-agency consultations in Pakistan. The Fund would also assume a leadership role in the Task Force on Population, which provides guidance in this area to the Social Action Programme supported by the World Bank and bilateral donors.

Programme monitoring, evaluation and management

56. Mechanisms for periodic monitoring and evaluation, including regular technical reviews, would be built into each programme component. A number of major programme components would be selected for in-depth evaluation, and a mid-term review of the UNFPA country programme is envisaged for 1996. The UNFPA Country Director, under the general supervision of the UNFPA Representative, would manage the proposed fifth country programme. UNFPA will make full use of available and appropriate national and regional technical backstopping capacities, including the UNFPA Country Support Team located in Kathmandu, Nepal.

Financial summary

57. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $30 million over the five-year period July 1993 through June 1998, of which $20 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $10 million from a combination of UNFPA

regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The table below shows how the programme would accommodate these two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	12,000,000	6,000,000	18,000,000
Information, education and communication	3,600,000	2,400,000	6,000,000
Population policy formulation and population dynamics	1,000,000	500,000	1,500,000
Women, population and development	2,400,000	1,100,000	3,500,000
Programme reserve	1,000,000	----	1,000,000
TOTAL	20,000,000	10,000,000	30,000,000

V. RECOMMENDATION

58. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Pakistan in the amount of $30 million for the five-year period July 1993 through June 1998;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $20 million from UNFPA's regular resources, over the period July 1993 through June 1998;

(c) Further authorize the Executive Director to seek to provide the balance of $10 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Pakistan and with the executing agencies.